



U.S. Department of Housing and Urban Development  
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# Challenge!

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# Looking Ahead



## A Comeback for Detroit

According to *Urban Concerns* (May/June 1979) a survey of attitudes about Detroit, Mich., found that residents, "irrespective of their race or residential location in the metropolitan area," expressed greater faith in the City's future than they did in 1976 and 1977. Only 47 percent of those polled in 1976 felt optimistic about the City's future, compared to 71 percent in the most recent survey. A family can obtain a fully-renovated house in many parts of Detroit for under \$30,000. *Urban Concerns* is published bi-monthly by Urban Concerns, Inc., P.O. Box 8645, Wash., D.C.

## Electricity-Generating Windmill

Boone, N.C., a resort and university town of 12,000 people, provided the setting for the recent dedication of the world's largest electricity-generating windmill. Situated atop a 4,200-foot mountain, the \$3.5 million windmill will begin feeding power into the Blue Ridge system this fall. The project, a joint effort of the Department of Energy (DOE) and the National Aeronautics and Space Administration (NASA), is viewed as a signal that the United States is moving to end its reliance on foreign oil for its energy needs. The windmill, which dominates the skyline above the town, has two 100-foot blades, making its blade span longer than the wingspan of the Boeing 747 jetliner, the world's biggest passenger airplane. The rotor of the windmill is designed to begin turning when the wind reaches a velocity of 6 miles per hour. At the ideal wind speed, 25 miles per hour, it can produce 2,000 kilowatts of power — enough to supply 300 to 500 homes. Many local residents predicted that the windmill would become a tourist attraction, which has resulted in the State's approval of a \$38,500 grant to build a park surrounding it.

## Flywheel Generators — Energy Alternative

David Rabenhorst, an engineer at the Johns Hopkins Applied Physics Laboratory, believes the Nation could drastically reduce or eliminate its dependency on foreign oil by using energy-efficient flywheel generators. According to Rabenhorst, automobile fuel efficiency could be increased by using flywheels and homeowners would enjoy lower electricity rates if the devices gained more widespread use. He notes that if half the Nation's jet-powered generators in use at many electric power plants were replaced by the more efficient flywheels, foreign oil imports could be eliminated.

## Political Impact Gains Seen for Women

Millie Jeffrey, caucus chairman, National Women's Political Caucus, predicted that women would make "quantum leaps" in American politics in the next decade. Speaking to some 2,000 delegates attending the Caucus' recent biennial convention in Cincinnati, she said: "The single significant thing in 1978 and early 1979 has been the success of women in local races. I have total confidence that in the next 10 years we're going to see enormous strides, quantum leaps."

## Minority Participation in Urban Analysis Boosted

HUD, the Ford and Carnegie Foundations, and the National Institute of Education have announced a program to increase the participation of minorities in applied research in the fields of urban development, finance, and impact analysis. The program, to be established by the National Urban Coalition (NUC) and conducted with the cooperation of Atlanta University, will cost an estimated \$1 million, with the Ford and Carnegie Foundations contributing \$150,000 each, and the National Institute of Education (NIE) \$50,000. The activities of the consortium will include policy research, training opportunities for minority policy analysts, seminars and workshops. Specific projects to be researched will depend on the identification of research needs by the NUC and Atlanta University. The consortium will provide new approaches to policy analysis not duplicated by other research or policy organizations. In announcing the program, former HUD Secretary Harris noted that: "The National Urban Coalition has been in the forefront of policy analysis in the area of housing and labor problems. Its position as an advocate for cities is well known and its location in the Nation's Capital makes it the ideal organization to provide a training ground for urban policy analysts. The inclusion of Atlanta University, a black institution, will assist in the training of more minority 'urbanists' and result in a greater number joining the mainstream of policy analysis." Further details may be obtained from David L. Puryear, Office of Policy Development and Research, HUD, Room 8208, Washington, D.C. 20410 (202/755-6164).

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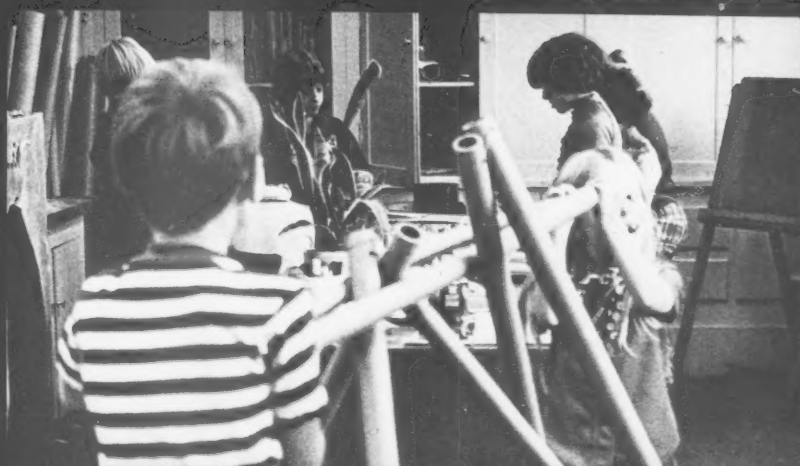
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## Children and Spaces: Small Moments, Big Memories

by Sherry Kafka Wagner

*There was a child went forth every day,  
And the first object he look'd upon, that  
object he became,  
And that object became part of him for the  
day or a certain part of the day,  
Or for many years or stretching cycles of  
years.*

Walt Whitman

In front of my house, a few feet back from the street, there is a smooth-topped, low sand-stone wall. When classes are dismissed at the nearby elementary school children come running to walk along the top of this wall. I note the time of day by their voices calling and laughing outside my study window. And I smile, remembering what it was to walk carefully, one foot in front of the other, arms outstretched, balanced and proud, lifted from the ground into space. I can still recall the sense of mastery I felt

*Children work on model school.*

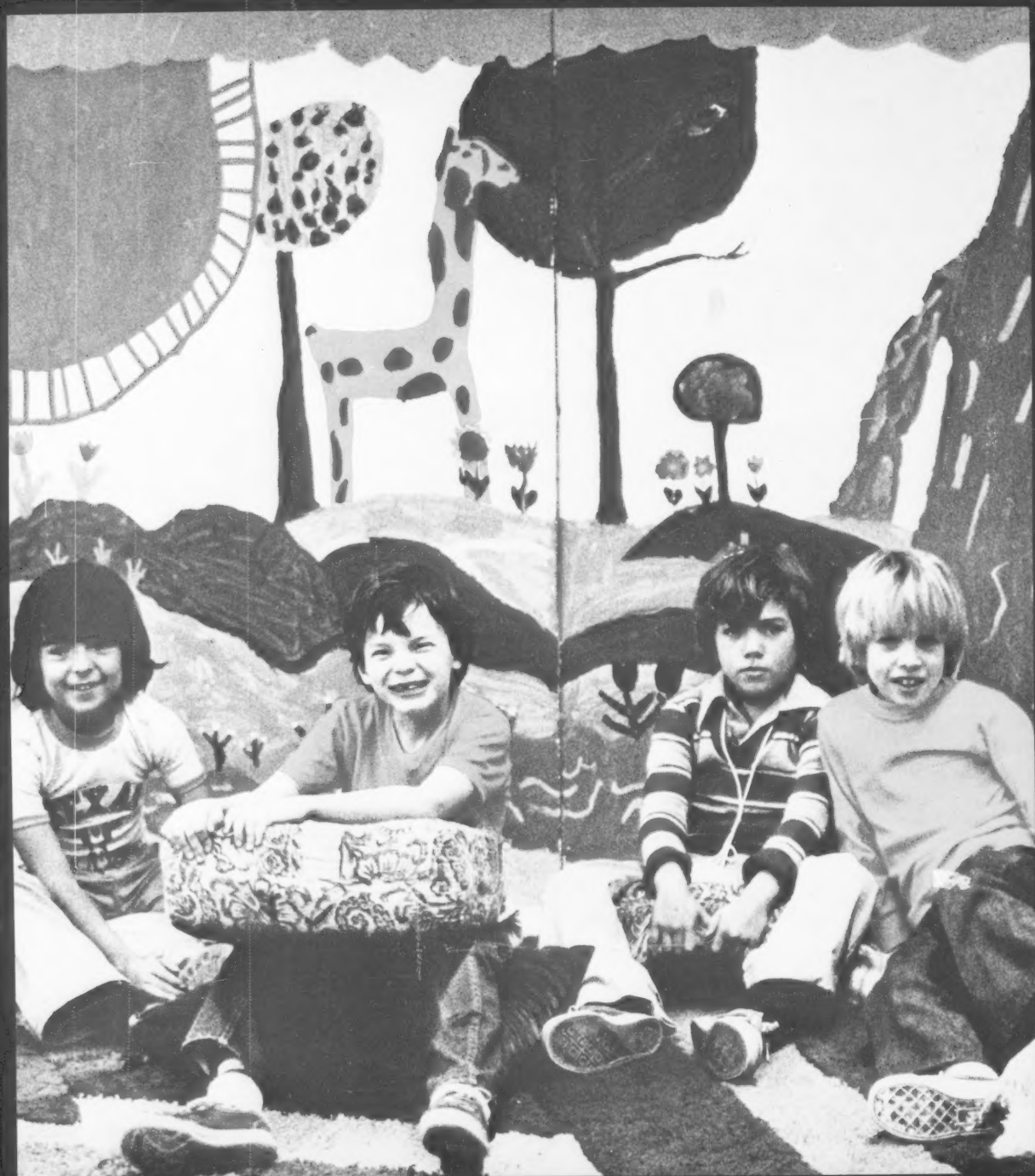
standing poised against the sky, walking a wall.

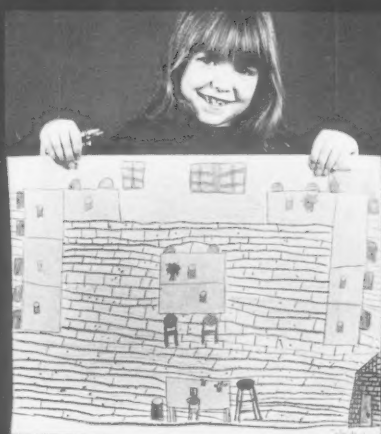
Our memory holds fast to these early experiences of places and spaces. Recently I stood listening to four adults at a party engage in a lengthy, animated conversation about childhood spaces. As they shared experiences of alleyways, playhouses, trees, hills, forts, vacant lots, and sidewalks, I was struck by two points. First, the experiences each person related were recognizable to all and similar to experiences the others had as children, even though the four had grown up in such dissimilar surroundings as Pittsburgh, Pennsylvania; San Juan, Puerto Rico; Des Moines, Iowa; and Fort Smith, Arkansas.

Secondly, the vivid detail and completeness of these memories — as well as the obvious satisfaction derived from sharing them — suggested that such memories are records of real, emotionally important experiences.

The power of these memories resides in the fact that, for each and every child, the environment exists as a means for growing and learning. Interaction with surroundings, both natural and manmade, is a necessary part of the process by which the child develops a sense of self, that important awareness of who he is and what he can do.







*Children redesigned corner of room to suit their needs.*

*Children enjoy their private space.*

*Youngster displays space study of her classroom.*

*Photos depict scenes from an environmental awareness class at Matthews Elementary School in Austin, Texas.*

"Look at me!" the child standing on my wall calls to his friends. Those familiar words carry his sense of individuality, his confidence and pride, his feeling that he is worthy of notice and recognition. In her book, *The Learning Child*, Dorothy Cohen is speaking of just such moments when she writes, "Mastery of the body and its senses as tools for coping with the environment is too basic to selfhood to be ignored, too intertwined with learning in the early years to be bypassed without consequences."<sup>1</sup>

This sense of self-discovery through environment is evident when children relate their spatial experiences. Janet Felsten, an environmental designer who has been working with children since 1972, reports that children have a fascination with small spaces, places they feel to be their own. Children often designate these as "special" places: window seats, closets, under the bed, behind the couch, "in my tree," under the table. In describing these spaces, the children often say: "It's a place where I can be me."<sup>2</sup> "It's my very own space." "I like it because I feel like myself when I'm there."

Early environmental experiences not only contribute to the development of self-

concept, they also help children to develop a sense of community. All children are builders. And, as builders, they quickly perceive that building **together** — although more complicated — can be as satisfying as building alone. Ms. Felsten's elementary school classes found that redesigning their classrooms was not just a matter of design and construction. It required discussion, planning, creating rules, and inventing methods for maintaining and preserving their efforts. When teacher evaluations of the environmental design program were collected at the end of the school year, every teacher noted important gains in awareness and understanding of community. One teacher wrote: "The children developed an understanding of the rights of others." Another noted that her class "realized the need to share ideas in order to reach a common goal."

### **The Need for Sensitive Design**

Planners, architects, designers — all who have a part in shaping the places we inhabit — might do well to consider what these early experiences can teach us about human environmental reactions and needs. In their study of childhood memories of the city, Alvin Lukashok and Kevin Lynch noted that "the child wants variety with a chance for some adventure; he has a strong need to act

upon the physical environment, to be stimulated by it, and to realize his imaginative fantasies through it."<sup>2</sup> A good test for any plan or design would be to evaluate it on each of these points. If it meets the needs of children, it will likely prove to be a humane environment for all.

Those who design places used by young children — housing, schools, parks, playgrounds, neighborhoods, cities — have a responsibility to understand the importance of environmental experiences in childhood in order to make certain that the places they create are responsive to children's needs. Hettie Worley, an architect who has served as Architect-in-Residence in Little Rock, Arkansas, and Galveston, Texas, observes that when children design their own schoolroom, the spaces bear little resemblance to what adults design for them. Children like soft materials and a variety of places within the classroom. They want lofts, tents, rocking chairs, big pillows, and — always, always — contact with the outside through windows, skylights, etc. The integration of inside-outside through plants, animals, natural light, any number of methods, is most important to children. Realizing this causes one to wonder at the wisdom of the windowless schools



*Youngsters plan and design their classroom.*

popping up across the land. Confronted with a picture of such a school, one child rebelled. "That's a **container**," she protested, "not **spaces**."

In the early world of childhood, we all sense that the environment matters. It is important to us as individuals and as members of a community. One morning I went into the front yard to retrieve my newspaper. A voice called to me. "Lady, did you notice that your newspaper is close to your door and not by the street like the others on this block?"

Before I could answer the small boy standing on the wall continued to speak. "I did it," he said, grinning broadly and displaying a gap where his front tooth had recently been. "I threw your paper to the door for you because I like your house," he explained. Carefully he bent down and put his hand on the cool stone beneath his feet. "I like to walk this wall," he said.

Thanking him, I picked up my paper and went inside. Through my window I saw the boy balance gracefully across the wall's length, jump to the ground, and run down the street. I watched him go, grateful for young children and those places in the world that give them delight and help them to grow.

1. Cohen, Dorothy. *The Learning Child*, Vintage Books, New York, 1973.
2. "Some Childhood Memories of the City," *Journal of the American Institute of Planners*, Vol. XXII, No. 3, Summer 1956.

*Ms. Wagner is a free lance planner, developer, education and museum consultant. A member of the City Sign Ordinance Commission of the City of Austin, Texas. Ms. Wagner is also a writer and TV and film producer.*

*Photos by Janet Felsten*



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## Children and the Housing Bill of Rights

by Patricia McCormick

Every child has a right:

To have physical needs adequately met through shelter;

To live in an environment which is healthy;

To experience beauty both of the built and natural environments;

To have a private, personal space, a place of one's own;

To know others, develop friendships, and to share;

To feel safe and secure, to belong;

To experience quiet, solitude, and privacy;

To experience sharing, togetherness, and community;

To play, to create, to explore, to grow and become, to express "this is me";

To remember with some fondness one's childhood.

*Ms. McCormick is a Civil Rights Specialist with the Federal Deposit Insurance Corporation. She was formerly with the HUD Office of Neighborhoods, Voluntary Associations and Consumer Protection.*



## Maintenance Central: Innovation and Success

by Patricia O'Donnell

There is a housing rehabilitation program in Detroit which has allowed older residents to stay in their own homes, instead of being forced out by the high costs of repairs and maintenance. The agency responsible should serve as a model for other projects: it has the support of the people it serves, of its employees, of the Federal, State, and city government, of other social service agencies, and even the support of local unions. It has been estimated that the program costs 80 percent less than similar projects, yet it boasts a better-than-average quality of work. It employs skilled seniors to work on the repair-crews, and to offer their expertise to the younger "apprentice" workers. And because of the agency's attention to detail and insistence that restoration is preferable to new

construction (and destruction), it has contributed significantly to Detroit's preservation awareness.

"I believe in assuming that a client likes the original fabric and character of his home; who am I to change it? I'm an historic preservationist. I guess that's something in me which just has to come through," declares Harriette Hunter, co-founder of Maintenance Central for Seniors. Harriette had worked with senior citizens in the area of housing, especially studying the ravages of urban renewal; she also had extensive old-house restoration experience. In 1975 she met Linda McCreedy, a social worker familiar with government programs for the elderly. Together they proposed a home-maintenance and rehabilitation program to serve the needs of older residents, under Title III of the Older Americans Act. The program was initially funded for \$49,500 by the Detroit-Wayne County Area Agency on Aging, and aimed at a small inner-city neighborhood in Detroit.

### Expanding the Service

Since that time, Maintenance Central for Seniors has increased its boundaries and obtained additional funding. Currently the agency receives \$1.2 million, with a substantial increase expected soon. The funds come primarily from Detroit's Community and Economic Development Department (C & EDD), with continued support under Title III, and some private donations. Encouragement from C & EDD has been very strong; initially, officials were impressed with Maintenance Central's overwhelming efficiency. At that time (1977) MCS's costs were averaging \$800 per unit, while C & EDD's own costs approached \$4,000 per unit. In spite of inflation and an expanded staff, the average inclusive cost per client (\$514-\$1,000) has remained constant. This is due

in part to experience gained, and to increased efficiency of operation.

Maintenance Central has joined with other service agencies to offer a total assistance program. Early on, Harriette Hunter and Linda McCreedy knew that deteriorated housing was not an isolated problem affecting those on fixed incomes. Many of their clients also need legal or financial assistance, or medical attention. MCS refers people to other agencies when possible, thereby covering the individuals's needs and avoiding duplication of services.

### Method of Operations

The qualifications are few: services are available to everyone 60 or over who is purchasing a house or currently owns and occupies a home. He must live within a designated service area. These areas it is hoped will continue to expand. When a client calls Maintenance Central, they determine the urgency of the repair and with that information schedule a visit from the repair-crew. Next Linda McCreedy visits the client, to further investigate the extent of necessary repair work, and to talk about additional available services. Linda can make arrangements with other agencies if the client requests it.

When the repair-crew arrives, the work is done in compliance with the owner's wishes with emphasis on maintaining the integrity and original character of the house. Usually only the need for a barrier-free environment will call for all-new construction. The work is followed-up, and a relationship is carefully maintained with city building inspectors: MCS concentrates on improving the livability of the existing house, rather than bringing an old structure into strict compliance with new building codes. Presently 200 jobs per month are completed, plus follow-up visits; but each month 250 names are added to the waiting list. MCS's goal is to provide service to every client who requests it.

The Coens, a retired couple in their 70's, have health problems which prevented them from doing their own repairs, nor could they afford high commercial repair bills. "Maintenance Central has been the answer to our problems. They pumped out our basement, replaced the handrails on the back porch and balcony, sealed the windows, repaired defective lighting, replaced the bathroom trap and faucets, removed oversize fuses, increased our electricity to the appropriate wattage, and revamped the wiring to bring it up to code. We are truly very appreciative of their help," says Mrs. Coen. (A Maintenance Central repairman said the overloaded circuits had long been a fire hazard.)

### Everybody's Program

It seems that Harriette Hunter and her staff have created a near-perfect program through their nonprofit agency. "The fact is, MCS is an everybody's program. We use retired plumbers, carpenters, and craftsmen who are masters at their trades and who are happy to be working again," she explains. These experienced tradespeople then share their knowledge with the young journeymen — many of whom are women. And Harriette says that because the agency employs retired union members and provides on-the-job training to new workers, it has support from local unions. Nearly all of their clients could not have afforded union rates.

Morale on the MCS staff is high and the turnover is low. During a budget cut, employees agreed to a wage decrease rather than suffer lay-offs. All employees, whether paid or volunteer, are hired for their understanding of age-related problems and their experience with older people, as well as for their particular skills.

### A Broadening Influence

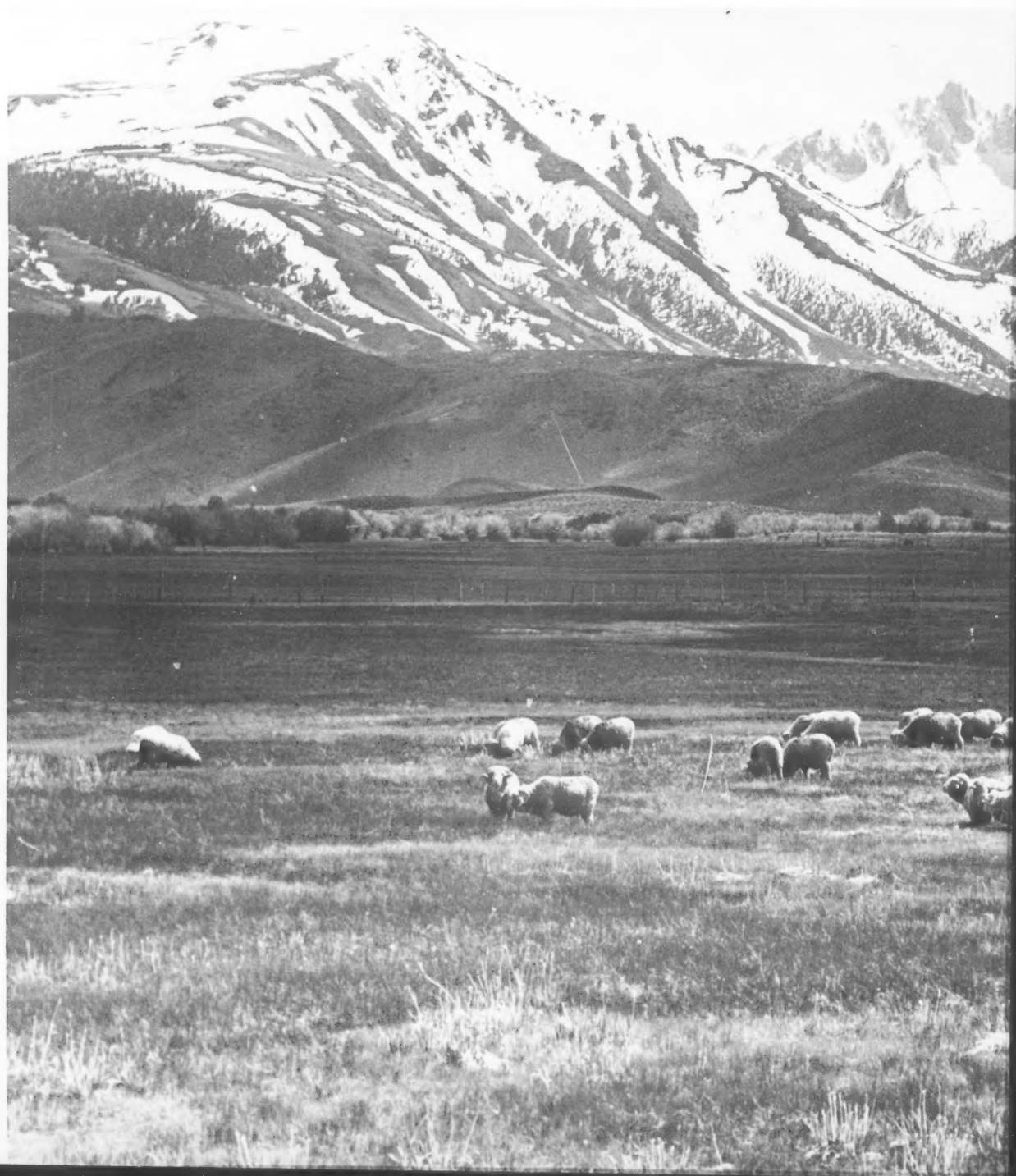
When good people are appreciated for good work, their influence is felt in ever-widening circles. Detroit's neighborhood associations and preservation leagues are aware of the positive effect MCS is having on inner-city revitalization. Where once elderly-occupied neighborhoods unavoidably fell into disrepair, or long-time residents were forced out under strict preservation attempts, now senior residents can remain in their maintained houses and contribute to their rehabilitated neighborhoods. The quality of the work done by MCS and Harriette Hunters's insistence on architectural integrity and attention to detail have earned the agency respect and recognition.

Predictably, other cities are interested in the "brass tacks" of the operation. In the past, McCreedy and Hunter have donated vacation time to workshops and organized one State-wide conference. (Some printed materials are still available.) MCS doesn't currently have funding to provide technical assistance, but financial support from HUD is pending. MCS plans provide guidelines and an advisory service for other city agencies planning their own maintenance-rehab programs. For now, Hunter and McCreedy will travel to other cities if their expenses are paid. If an agency wishes to be added to the waiting list pending availability of HUD funds, it is asked to write immediately.

Maintenance Central's record is proof that government funding is immensely useful in the right hands. It is a program run by sensitive people — and it cuts across bureaucratic lines and the sometimes unfortunate separation between social services.

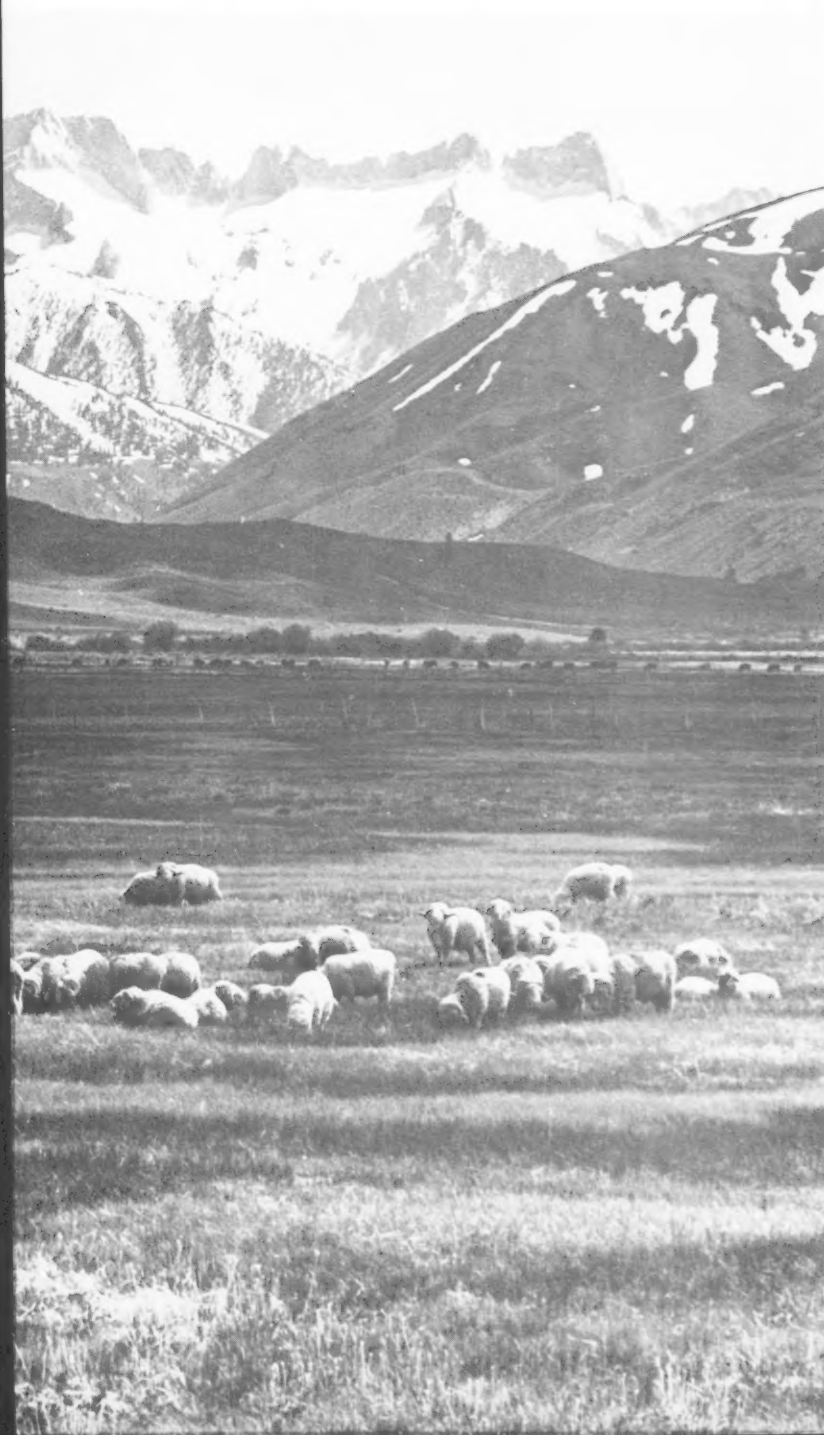
*Ms. O'Donnell is editorial assistant at The Old-House Journal, a publication offering practical restoration, repair and maintenance information.*

## HUD Assist Generates \$40 Million for Rural Development Effort, Takes Only Two Years





*Siskiyou County — Panoramic view of hillside*



*by Bob Fitch*

A total of \$40 million has been generated — in less than 2 years — for community development in four rural Northern California counties — Siskiyou, Modoc, Lassen, and Plumas.

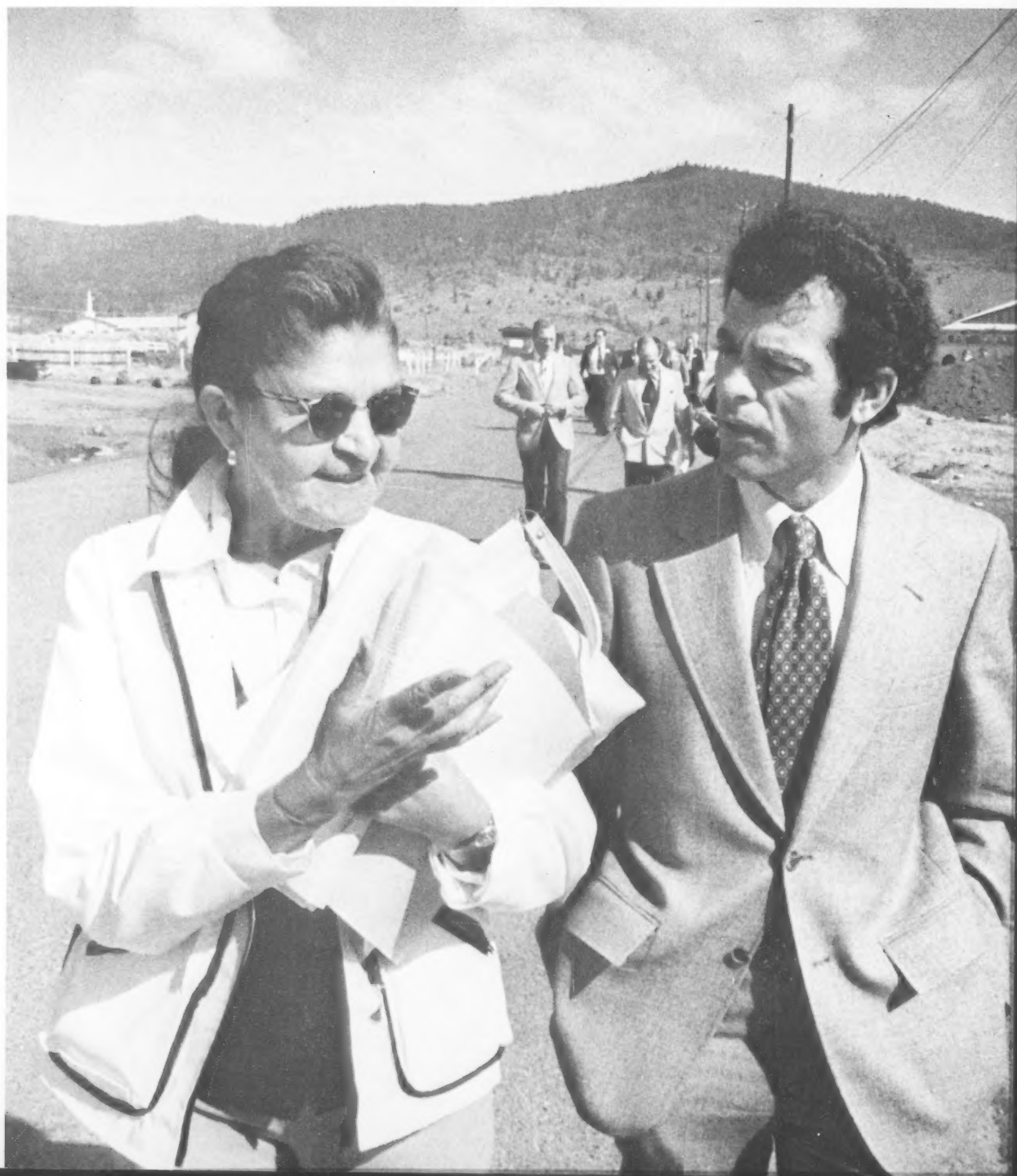
Over 29 different kinds of housing, public works, and economic development programs, supported by 10 Federal, State and private funding agencies, have been effected for 31 different county, municipal, community and Indian government entities.

These results are the consequence of a HUD and U.S. Department of Agriculture (USDA) cooperative rural development program called the California Rural Development Demonstration (CRDD).

--- Elsie Cooke, 73, retired, widowed, mother of six, and lifelong resident of Etna, Calif., surveyed the new roof on her recently **rehabilitated** home and remarked, "I just don't see how I could have afforded to pay back the amount of money I would have to pay for a bank loan." The roof, partial foundation, and new wiring have been financed by a grant from the Farmer's Home Administration. (CRDD processed home rehabilitation assistance: 210 homes.)

--- Letter to the editor, Portola, Calif., *Reporter*: "I am writing to express my appreciation. . . with the **weatherization loan program** offered by the Rural Electric Cooperative." The writer, Dorothy R. Connor, was thankful for storm windows, ceiling insulation, door weather-stripping and a reduction in her monthly electric bill that will more than compensate for the small monthly weatherization loan repayment. The rural electric co-op program is assisted and supplemented by HUD CDBG funds, the Community Services agency, and CETA. (CRDD assisted weatherization: 212 homes.)

*Susanville, Calif., — Indian Rancheria  
Tour for Presidential Advisor, Jack  
Watson, is conducted by Tribal Council  
Chairperson, Freda Owens.*



*Children play at Plumas County Indian, Inc., Community Center in Taylorsville, Calif. Grant from the Economic Development Administration funded construction.*



--- Ruth Johnson, who lives on Campbell Rd. in Susanville, Calif., demonstrates her toilet flush to a reporter and chuckles, "I'm glad I can flush my toilet and it will be going to the city sanitation." Only 6 months earlier effluent from her septic tank, and neighbor's tanks, was running down street gutters. An emergency grant from HUD provided low-income neighbors with laterals and hook-ups to the city sewage system. (CRDD assistance with wastewater treatment: 11 communities, 14 projects, 2,606 households.)

--- A severe snow storm failed to stop 42 community representatives from attending a workshop on water and sewer programs at College of the Siskiyous, a community college in Weed, Calif. Some participants commuted over 200 miles, arriving from little Northern California towns like Adin, Hiampom, Happy Camp, Hornbrook, Montague, etc., to seek information about State and federally assisted public works programs. Technical advisors attended from HUD, FmHA, EDA, EPA, and the California Department of Housing and Community Development (HCD). (CRDD workshops: 8 workshops, 302 participants.)

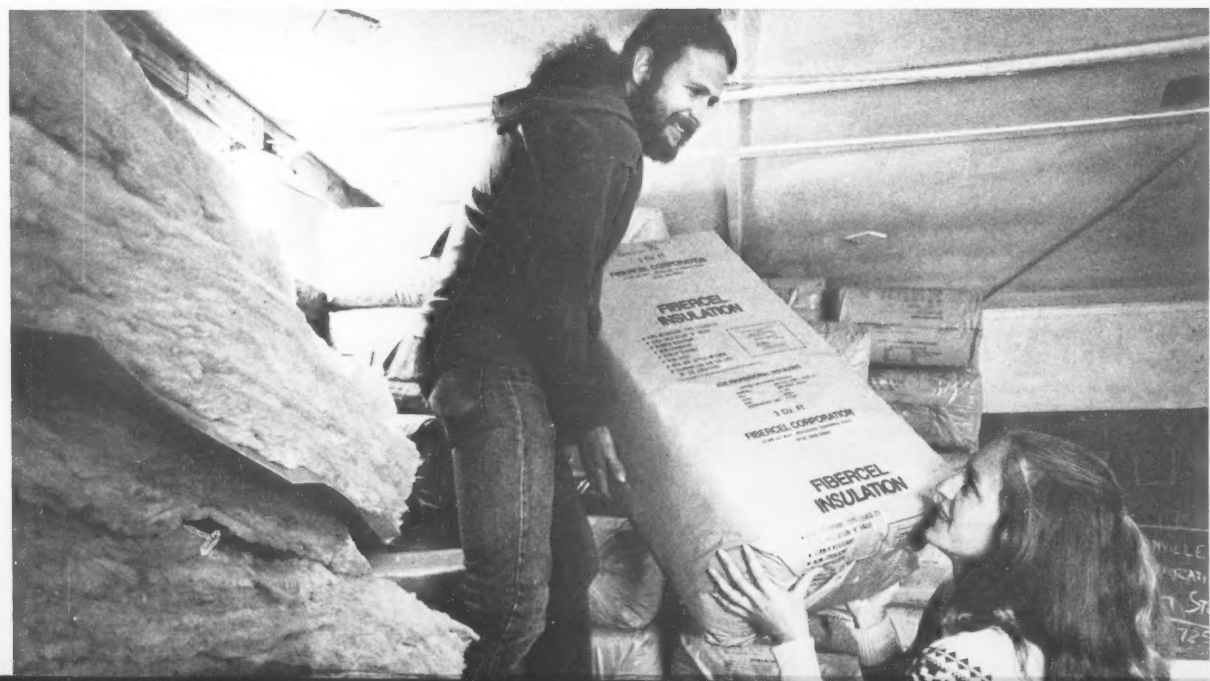
--- "Can't afford to leave now," declared Terry Morgan, a young CETA salaried police officer living in Dunsmuir, Calif. Terry, his wife and two children recently purchased a home with assistance of a FmHA interest credit loan. The Morgans, who subsist on \$830 a month, are now paying only \$93 a month for their new home. (CRDD processed homes: 130 new construction, 21 purchase of existing.)

---The Great Northern, an auspicious sounding, but infant regional nonprofit self-help corporation, was unceremoniously incorporated in Westwood, Calif. in July of 1978, by a group of private citizens from rural communities. In a region where most government agencies, and virtually all

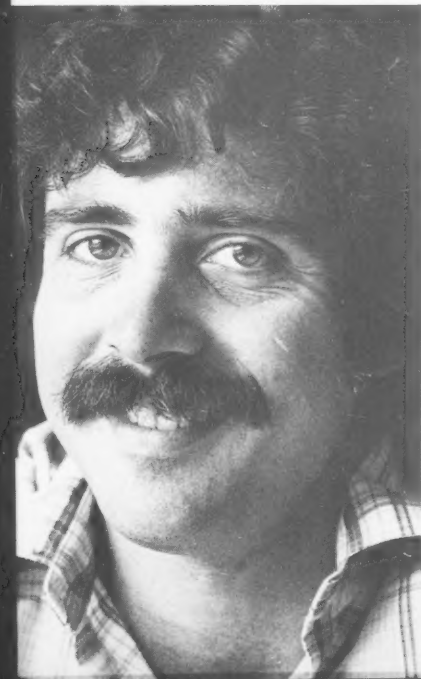
Challenge!

*TOP — Packers discuss rehabilitation of home.*

*BOTTOM — Weatherization supplies are sorted and stored in Susanville warehouse by program director Jim Welch and CETA crew worker Susan Smith*







small communities lack staff, funds and experience to procure and manage government assistance. Great Northern is the only locally controlled self-help housing, housing rehabilitation and public works programs.

--- In Taylorsville, Calif., the squeal of children's laughter fills a classroom during a day care program at the Plumas County Indian Inc. Community Center. In another room teenagers are assisted with homework, and in offices staff prepare for a tribal meeting and celebration. The center was constructed with a \$174,790 Public Works Grant from the Economic Development Administration (EDA). (CRDD assistance to tribal groups: 59 rehabilitated homes; 2 community centers; 2 clinics.)

--- Sandy Koss and her two children live in a rented trailer in Mt. Shasta, Calif. They were paying \$230 a month for rent and utilities out of a monthly income of \$366. A HUD Section 8 rent supplement grant has reduced the rent to \$62 a month which allows Ms. Koss to pay overdue bills, purchase long-needed children's clothing, and "to start getting off welfare and HUD," by seeking job training at a nearby college. Ms. Koss says the grant "adds up to a dignified way of life!" (CRDD rent supplements administration: 178 households.)

--- Homeowners in Montague, Calif., recently celebrated pre-application approval for a \$257,620 HUD Small Cities CDBG grant for home rehabilitation and water service repair in a 16-block target area. In addition to housing problems, over 150 leaks in the deteriorating city water pipes have caused an average daily loss of 180,000 gallons, and a reduction of pressure in many areas to less than 20 psi. In order to repair remaining city water lines, CRDD is assisting the Montague CSD with applications to FmHA and the California State Department of Water Resources. (CRDD assisted water

services: 11 communities, 12 projects, 3,393 households.)

--- Chris Mallory, a resident of Susanville, Calif., is a former CETA employee trained by CRDD as a community development specialist. Ms. Mallory is now coordinating over \$1 million in Federal and State assistance for a comprehensive community development program.

The Susanville program includes: HUD assisted reconstruction of two major side streets to alleviate downtown traffic congestion; 106 FmHA 515 financed new apartment units; 32 FmHA financed apartment rehabilitations; HUD CDBG rehabilitation for 35 homes which is complemented by free labor from a CETA crew and a community college construction trades class; weatherization/insulation of 102 homes (countywide) by a CETA crew; HUD funded sewer construction and rehabilitation effecting 125 households, and stopping effluent overflow in front of an elementary school. (CRDD comprehensive planning assistance: 16 communities.)

#### HUD/USDA Cooperation

All of these events and programs are elements of a cooperative HUD/USDA effort started in 1977 to develop systems for getting aid to traditionally hard-to-reach and remote rural communities.

The Demonstration program, which is administered by the California Department of Housing and Community Development (HCD), was assigned a rural region whose 75,000 population is scattered over 18,000 square miles, an area larger than Connecticut, Delaware, Rhode Island and Massachusetts combined.

#### HUD - Key Funding

"HUD has provided key funding for this program in two specific forms," says Ralph Palmer, CRDD's young and energetic director:

*Ralph Palmer, CRDD program director*

*BEFORE/AFTER — Elsie Cooke of Etna, Calif. points to severely deteriorated roof on home. New roof is shown below.*



"First, HUD set-asides and CDBG funds have leveraged enormous water and sewer assistance from other agencies –

\$163,000 in HUD monies leveraged \$6,286,000 for water systems, and \$1,346,000 in HUD funds leveraged \$12,400,000 in waste-water treatment facilities. Every HUD dollar is leveraging about \$12!

"This is true leverage because most small rural communities can't afford feasibility and preliminary engineering studies. HUD assistance for these initial steps not only reduces the local share, but assures more successful application for additional dollars.

"Second," continued Palmer, "HUD provided the initial funds for our staffing and outreach programs. We had the commitments for the projects – a USDA set-aside of \$10 million in FmHA 502, 504 and 515 loans and grants, and a HUD set-aside of \$625,000 in CDBG funds – but we needed staff to reach the people. HUD's original staff funding of \$125,000 prompted commitment of State-controlled EDA assistance for staffing. It's our staff that's getting these programs to the people who need them."

Reminiscing about the 2-year CRDD "adventure," Palmer, who lives in Quincy, Calif., location of the program's home office, says, "It's not all fun. We were assigned a region lacking mechanisms for procurement and implementation of badly needed housing and public works programs. We started with an idea, community commitment, and community enthusiasm.

"However, CRDD has been satisfying and apparently successful," Palmer says.

"We are currently assisting three other rural multicounty regions to transfer this program design to their areas. It seems we

have demonstrated some successful systems for reaching people in rural communities."

### The System – Five Critical Factors

The CRDD system appears to work because of five design factors: First, from the beginning CRDD arranged *joint powers agreements* with each local government in the four-county area. This includes boards of county supervisors, city councils, and numerous informal agreements with community service districts and Indian tribal governments.

The joint powers agreement constitutes a contracted commitment on the part of the local community and government. The CRDD program is their program.

Second, access to the myriad State, Federal and private financial assistance programs is located *under one roof*. Local government representatives seeking funds for public works, low-income families in need of housing, a business person in search of an expansion loan – these people can get help at one local office from employees hired and trained in the local area.

CRDD clients are not being assaulted by another outside agency; they are being assisted by their neighbors.

Third, with CRDD staff "under one roof," regular staff conferences and informal exchanges encourage examination of area needs and planning of comprehensive *multiagency assistance packages for lasting regional impact*.

The CRDD objective is not a simple "band aid" solution to recurring crises, but lasting impact on the region's economy and people.

Fourth, in order to make effective application for funds and insure successful program implementation, CRDD provides clients with a staff of *circuit-riding technical experts* in areas of public works,

housing rehabilitation and new construction. While base offices are located in strategic communities in the four counties, the mobile technical advisors can help clients wherever they have problems.

Circuit-riding technical advisors help devise immediate and effective solutions to the "little problems" that often sidetrack programs for months or years.

Finally, CRDD is aware that it is in fact a "demonstration" which will cease to exist after September 1979. Consequently, a critical element of the program is the *transfer process* – training local persons and government agencies to obtain and administer programs; developing educational tools that demythologize government assistance and provide specific instructions for program procurement and implementation; creating locally controlled nonprofit self-help corporations that can assume technical assistance roles originally provided by CRDD.

CRDD is working itself out of a job and leaving a legacy of educational tools and trained local staff.

Perhaps the lesson "demonstrated" by the CRDD success is that disbursement of government assistance to diverse rural communities cannot be an isolated and predetermined assembly line process. Successful assistance in rural areas requires a style, an orchestration of many diverse needs, solutions, elements. CRDD appears to be creating a cohesive, sound program that is appropriate and attractive in its rural region. Perhaps others will use some of the CRDD orchestration techniques, adopting and augmenting components in order to create solutions to their own problems.

*Mr. Fitch is a free lance photojournalist in Weed, Calif.*



## Ohio Women in Housing

by Anne Kinder & Karen Ball

Nearly 400 people gathered in Columbus, Ohio to address the unique housing and community development problems of women. The Federal Women's Program (FWP) of the Ohio Area Office of HUD sponsored the statewide event to draw attention to women's needs. Surprisingly, the vast majority of persons living in assisted housing throughout the Nation, and many of the lower income households are female-headed. As such, the needs of female-headed families become a major concern for HUD and the local organizations that administer housing or community development programs.

The conference, which was held in downtown Columbus, drew participants from all parts of Ohio and the midwest. They came with common concerns from big cities and small towns, with a wide variety of viewpoints. They represented housing authorities, community development departments, women's organizations, citizen groups, consulting agencies, private development corporations and HUD.

### The First Step

Federal Women's Program Coordinator, Cynthia Williams, an original member of the steering committee, conceived the idea for a major program on women's housing needs to be held outside the eastern seaboard, in the fall of 1978. Syl Angel, Ohio Area Manager for HUD rallied behind this initiative and the program was off.



**BOTTOM** — Assistant Secretary Shalala talks with delegate to conference which drew nearly 400 participants.

**TOP** — Cassandra Walker (left), Assistant Counsel and Contract Compliance Officer for the First National Bank of Akron, and Diane Poulton, Administrator for the State of Ohio Women's Information Center, lead conference discussion.



The conference was designed to examine the unique housing and community development needs of women; to identify obstacles to improving the living environments of women; to identify and exchange information about the resources available to meet women's needs; to stimulate dialogue about women's housing needs among persons from diverse fields; and to establish a resource network for Ohio women with extended lines of communication and continuing support.

#### Goals Addressed

To meet the Federal Women's Program goals, the conference was designed around four major topic areas: careers in housing and community development (in both government and private industry); housing issues facing women; problems of discrimination confronting women, and community development issues facing women.

A panel of experts addressed each topic. Five breakout workshops followed each panel presentation, giving conferees an opportunity to explore each topic in greater depth and to share viewpoints in an informal atmosphere. Panel participants and workshop leaders were drawn from a broad range of Ohio businesses and organizations working with women's housing and community development needs.

#### HUD Support Pledged

Donna Shalala, HUD Assistant Secretary for Policy Development and Research, offered enthusiastic support to the women attending the conference luncheon. She emphasized the importance of women decisionmakers supporting each other, and spoke of the major influence which that support can bring about.

"Joining forces," she said, "is the crucial first step to assuring that we have an impact on women and housing." Dr. Shalala believes that women are making "important Strides" in the area of community development, noting that half of all executive appointments in HUD alone under the present administration have gone to women.

However, Dr. Shalala cautioned against easing up on the effort to get more women into professional positions in both government and private industry. "Anyone who says they can see the light at the end of the tunnel," she quipped candidly, "is looking the wrong way."

#### Support Network Established

An exciting outgrowth of the conference was the formation of an organization now called OHIO WOMEN IN HOUSING. A nucleus of members met at the conference, and a steering committee has continued to meet, formalizing action goals, building a network of skills and preparing for another statewide meeting.

Formed "to insure and advance equality of opportunity for women in the fields of community development and housing," the Association will be accepting charter members during the next few months. According to the group's coordinator, Louise Kuchinski of TransCon Builders in Bedford Heights, there is "no looking back. The women in Ohio recognize the need for education and advocacy in the State, and are committed to working together to bring about lasting improvements in their profession."

OHIO WOMEN IN HOUSING will focus on establishing itself as a "clearinghouse"

for employment opportunities and will deal with women's legal rights, comment on Federal regulations, and develop files of female entrepreneurs. The organization intends to offer workshops to employers on affirmative action planning, and other programs designed to improve the employment potential and advancement opportunities for women.

Each effort will be aimed at building a far-reaching network of support for the organization's members, as well as an extensive information base for the field of housing and community development in Ohio.

#### Motivated to Continue

Participants came to this first Ohio conference on women's housing needs with eagerness to discuss the issues and share their views. They left with a clearer understanding of the role which women must establish as decisionmakers in today's society and insight into the importance of becoming involved in a forum where women can be heard. Conferees shared renewed enthusiasm and heightened motivation for working toward solving housing problems peculiar to women. Overwhelmingly, the participants asked for future conferences aimed at solidifying support in this area for women. In Ohio, at least, the timing was right for improving housing opportunities for women.

*Ms. Ball is a Community Planning and Development Specialist and Ms. Kinder is an Equal Opportunity Specialist. Both are in HUD's Ohio Area Office.*

## Notebook

**Waterfront decay is a major problem in the New York City area.** Estimated cost of cleaning up the New York waterfront is \$85 million, based on 1978 sums. According to an article in *Civil Engineering* (June 1979) cleanup of the dilapidated harbors will be coordinated with the Corps of Engineers, whose allotment for this program for 1979 averages \$5 million. Of the five boroughs, Staten Island has some of the worst waterfront conditions.

**If you are a dark-skinned Chicano trying to rent an apartment in the Dallas, Texas area your chances of encountering discrimination are very high,** according to a report released by HUD. The report, based on audits of rental market practices in the Dallas metropolitan area, is an experimental extension of the nationwide Housing Market Practices Survey released by HUD. That survey revealed a substantial level of discrimination against blacks in both rental and sales markets. However, the study was limited to the housing market experiences of blacks. An extension of that study was undertaken by HUD's Office of Policy Development and Research for the expressed purpose of examining the nature and extent of housing discrimination against Hispanics.

**HUD recently initiated a program to increase participation of minorities in applied research in the field of urban development,** finance and impact analysis. It was announced in July that the program would be established by the National Urban Coalition and conducted with the cooperation of Atlanta University, with contributions from the Ford and Carnegie Foundations. Planned activities of the consortium include policy research, training opportunities for minority policy analysts, seminars and workshops, and publication and dissemination of urban policy analyses.

**A scheme bilking homeowners who have fallen behind on mortgage payments is the subject of a nationwide "Consumer Alert" from HUD.** Issued by HUD's Office of Neighborhoods, Voluntary Associations and Consumer Protection (NVACP) the consumer alert is being distributed to the consumer and neighborhood organizations on NVACP's national network. Targets of the scheme are homeowners in

default of their home loans and who are unaware of equity available to them because inflation has dramatically increased the value of their homes.

**HUD took steps recently to resolve three long-standing problems involving FHA-insured homes in declining neighborhoods across the country.** The Department announced initiation of an experimental program that could upgrade and stabilize rundown neighborhoods and reported near agreement on two relief measures: homeowner warranty claims and single-family assignment.

**The Urban Development Action Grant Program, a key element of President Carter's National Urban Policy is meeting its goal of encouraging joint public-private development in severely distressed cities.** The first Annual Report of the Action Grant program, released to the public, shows that in addition to the \$2.9 billion in private commitment attracted by the 236 Action Grants awarded in Fiscal Year 1978, more than 56 percent of projects surveyed had additional private investment made after the awards were announced.

**More than \$69 million will go to 26 communities to help them complete or close out old programs,** mostly urban renewal projects from the late 1960's and early '70s. The awards are made from HUD's Financial Settlement Fund, authorized at \$100 million per year through 1980, which is used to give supplemental assistance to local governments for completing or settling categorical projects, such as urban renewal, water and sewer, and neighborhood development programs.

Localities receiving awards this year will be required to be financially settled through this action, with all loans repaid and a closeout agreement executed to bring any remaining activities under the local community development program.

**Conferences to note: Energy Sensitive Land Development,** sponsored by HUD and The Rutgers University Center for Urban Policy Research, Embassy Row Hotel, Dec. 3-4, Wash., D.C. — Shopping Centers U.S.A., Dec. 13-14, L'enfant Plaza Hotel, Wash., D.C. For more information, contact: Ms. Mary Picarella, (202) 932-3133.

## In Print

***Alaska: Promises to Keep***, by Robert B. Weeden. Boston, Houghton Mifflin, 1978. 254. pp. \$9.95

January 3, 1978 marked the 19th anniversary of Alaska's entry into the United States. Its history is recounted, its present described, and its promises foretold in this book by Robert B. Weeden, a professor of Resource Management at the University of Alaska. Through various State government positions since 1959, including head of the Division of Policy Development Planning, he gained first-hand knowledge of many Alaskan events and conditions.

He believes that "Alaska stands at a turning point. What we in the 'lower 48' have done badly, Alaska, challenged by the stringencies of the Far North, may well do better." Hopefully, this young State could prove to be a testing ground for today's social and environmental understandings, and produce new practices for America's troubled cities and beleaguered countryside. Many Alaskans sense new perceptions brewing and try to calculate the amount of change the seventies will create. The dream of frontierism in Alaska was killed because the wealth was discovered by corporation men rather than frontiersmen. A new future dream is needed now, says Weeden, and the process of making the ideal choice is difficult.

Archaeologists place Alaska's "First Frontier" between 30,000 – 50,000 years ago. Hunters from Siberia and beyond came into Alaska from the West. As time passed, various cultures developed in different geographical areas. Russians were leaders in the "Second Frontier," and in Alaska there is still tangible evidence of their activities and influence such as the many Russian place names. When one of their ships, captained by Vitus Bering, arrived in 1741, 75,000 people were already living in Alaska, mostly along the ocean shores.

Important to the United States' future was the purchase of Alaska from Russia in 1867. The author thinks the "Last Frontier" began around 1880. For 60 years, salmon and gold led the economy but high-grade copper was also produced. The population was divided into two well separated groups: the rural or natives, and the urban or nonnatives. By 1940 nonnatives, who gathered in two centers, Fairbanks and Anchorage, were still considered transients. Among them, men outnumbered women, and single people outnumbered families. Of all noteworthy Alaskan events in the last 20 years, Professor Weeden believes that the processes of uniting the long separated population groups and establishing ties with the rest of the Nation were most important.

The Alaska Native Claims Settlement Act, which helped join rural and Urban Alaska, oil discovery at Prudhoe Bay, and the Trans-Alaskan Urban Oil Pipeline have generated great interest. How is Alaska today? It is composed of several regions: Panhandle, Southcentral Bay and Delta, and Northwest, and a

large interior, each showing a different face. Every region has many population groups of unique character. Surprisingly there is an exceptionally high proportion of professional people.

The Question asked of the author most often is how the various "constellations" of Alaskans feel about conservation and economic development. The political leaders tend to be more in favor of development than the average constituents. As for conservation, most Alaskans love the State's wildness and beauty but it is not reflected in many State and local government actions. On the list of current problems is the conflict between individual freedom and governmental regulation. Planning and zoning are considered evil and any curtailment of a landowner's "traditional rights" is censured. Uncertainty and distrust of modern government evoke continuous dissension between citizens and government officials.

A portion of the chapter "City and Country" is devoted to the misguided flow of large amounts of American money to needy rural Alaskan villages for welfare, utilities and other services. In the spirit of helping, U.S. government agencies' efforts sometimes gave the villages only failures, half completed jobs, and the exorbitant maintenance costs of "successful" demonstration projects. Of all ventures, the housing and utility programs were unquestionably "the most disjointed, thoughtless and friction laden."

One example was the Yukon Delta Community of Emmonak, site of a Federal project to build a water-supply facility. The Federal Government built the \$2 million dollar "marvel" but left the village people a \$130,000 operation cost. After the temporary construction boom passed, the village council could no longer afford the operation costs; so the government now owns a "decaying totem to technology."

Alaska stands as "a last refuge of that long-lost wild America so wistfully remembered, and a last storehouse of oil and gas, secure from the mavericking and blackmailing of fickle foreign suppliers." But time has confused Alaskan values and spoiled their traditions. There is a "growing congestion of landscape, community, and spirit."

Ironically, national and world demand for Alaska oil, gas, coal, and mineral resources presents the greatest challenge to the future of Alaska. The State keeps trying doggedly to cope with a chaotic situation.

Jay Hammond, the governor of Alaska, says, "I highly recommend this book for those who want to understand contemporary Alaska, as seen through the eyes of a man who loves this country and can place issues in a unique perspective!"

*Gretchen B. Gregory,  
HUD Reference Librarian*

## Seattle's Madrona Town Square



by Michael Carroll

Can a business district which has been losing customers, tenants, and faith in itself for the past ten years reverse those trends and begin to prosper once again?

A Neighborhood Development Association in Seattle plans to pull off that feat with an \$18,000 Block Grant allocation.

Madrona, one of Seattle's most varied inner-city neighborhoods, is graced with

homes that have long, rich histories. Its wooded parks and ravines are skirted by hillside streets with spectacular views of Lake Washington and Mount Rainier. Its central location, once a drawback, is now part of Madrona's appeal. There has been an enormous recent surge in the area's prestige and real estate values.

The business district has not shared in the neighborhood's general prosperity, but why businesses gave up on Madrona is not clear. Many local people trace the beginning of the district's decline to what

they hesitantly call "the trouble," by which they mean a difficult and angry period of racial conflict late in the Sixties.

Perhaps the firebombing of the local dry-cleaning plant in 1968 scared business owners off, but their disappearance was accelerated by competition from shopping centers in the suburbs to the north, south and east of the City. Finally, many small businesses did not survive the Northwest's widespread economic recession early in the Seventies.





The business decline was gradual and seems to have taken place because owners lost heart and ceased to expect that they could draw enough customers to support themselves. By 1978 only a small number of merchants remained in Madrona.

Those who had managed to hang on through the worst economic woes were seeing new people, reinvestment, and new life all around them. Where could they find help in revitalizing their businesses?

#### Economic Development in Madrona

Fortunately, the Madrona Community could turn to a mayor who had made the problems of such neighborhood businesses one of his concerns in his campaign.

Shortly after taking office, Mayor Charles Royer agreed that Seattle should join the National Development Council as a target city for revitalization. That group, headed by Samuel S. Beard, encourages the cooperation of public and private interests to stimulate economic development.

Mayor Royer also formed a Small Business Task Force devoted to finding ways to help small businesses succeed in the City. Both projects are coordinated by the Department of Community Development's Office of Economic Development.

By early spring 1978 the City of Seattle had begun to intensify its efforts in specific neighborhoods to encourage the growth of small businesses. A program for revitalizing business districts, based on technical assistance, help with financing, and economic forecasting was pro-



posed for four city neighborhoods where planners saw the greatest possibilities, but Madrona was not one of the districts selected for an intensive effort.

Madrona residents, encouraged by the positive recent changes in their local community, went directly to the City Council to demand that their business district be included in the City's commercial revitalization efforts. Their lobbying paid off; Madrona was allocated \$18,000 in funds and, in June 1978, the Madrona Development Association was formed.

Rather than relying on the City to take the lead with the project, Madrona contracted directly with the City to undertake its own revitalization. The nonprofit corporation they formed included merchants, members of the residential community, and property owners. Dale Miller, president of the Association, remembers. "We knew we wanted to do something with our business district. We were apprehensive about being the first neighborhood to actually undertake the task by itself."

The Association began its efforts with a survey of consumers to find out what residents wanted and needed from their local

business district. The survey emphasized shopping patterns, attitudes and ideas.

A parallel survey was taken of the merchants and business owners in the area to learn their attitudes toward the business district and their ideas for improving it.

In small groups, members of the Association visited districts elsewhere in the City. "We knew," explains Miller, "that there were business districts in the neighborhoods just like ours which were doing very well. We wanted to see what elements we could glean from other areas



which might be useful in our own district."

One idea that made sense to the Association was finding a way to make central management possible for Madrona. The effective operation of any group of businesses, as shopping centers clearly demonstrate, is dependent upon the cooperation of property owners. The Association wrote a property management contract to make clear the relationship between the district's property owners and the Association.

With the help of a local architect and neighborhood planner, an Urban Design

Study and Physical Improvement Plan were prepared for Madrona. The Urban Design proposal showed proposed public improvements such as crosswalks, benches, kiosks, lighting, and exterior improvements for buildings. The plan also suggested uses for vacant spaces in the district.

The next step was a detailed inspection of each building, which was done for the benefit and information of owners and did not invoke any code enforcement or Building Department action. Every owner

received a folder summarizing the condition of the building, which included estimates for the cost of needed wiring, plumbing, and structural repairs.

In October a community meeting was held to announce the Association's initial findings. The actions of the Association were resoundingly approved and it was encouraged to intensify its efforts to market the district.

Among the early signs of the Association's impact on Madrona is the rehabilitation of a key building at a cost of \$25,000. As Dale Miller notes, "This is



the first building to be renovated in the business district. We hope it will serve as a catalyst for the entire revitalization program."

The recruitment of new business ventures to complement existing businesses is now underway. The Association has published a pamphlet describing the prospects it foresees for Madrona Town Square.

The Madrona Neighborhood Development Association is banking on finding ways to convince businessmen that they can be successful as part of an attractive, vital neighborhood business district. They

are convinced that finding customers won't be a problem, because many people don't want to drive to the suburbs to buy a loaf of bread, a screwdriver, or a prescription. They believe that people gravitate to a strong neighborhood business center.

The Association explains:

*"Neighborhood business districts offer many advantages to local residents. The location is convenient, the stores and merchandise are familiar, and the shopkeepers are friends and neighbors. The Madrona business district is somewhat*

*unique, however. In addition to retail stores, there are two parks, two schools, a medical clinic, library, Juvenile Court Conference Committee, and food co-op within a couple of blocks. Two Metro bus lines provide easy access to the district. This special combination of goods and services creates not just a shopping center, but a **community** center, an informal meeting place for residents, and a focal point for neighborhood activity."*

"The City," notes Cathleen Shreve, Director of the Office of Economic Development, "has been fortunate to have a commitment of time, energy and





enthusiasm from Madrona's people. Our technical assistance, information resources, and financing guidance are stretching further, thanks to their cooperation."

Madrona Town Square is demonstrating that a cooperative partnership between business, the City, and Federal programs can revitalize a neighborhood business district.

Another component of the program's success, from the perspective of Darel E. Grothaus, Director of the Department of

Community Development, has been help from the Small Business Administration, which has expanded its 502 and 7a programs to correspond to Seattle's priorities for commercial revitalization.

From a zero amount last year at this time, the Office of Economic Development presently has \$7½ million in loan packages in process which means the retention of 400 jobs and the expansion of 200 more jobs in commercial and industrial development in Seattle. This amount could be easily doubled or tripled if the 502 program is expanded by Congress. During the coming year the City plans to

do a neighborhood project which will involve SBA 502 financing on commercial levels and HUD 312 financing for the residential second-story levels.

The Office of Economic Development believes that the future revitalization of neighborhood business will depend on cooperative partnerships between the public and private sectors.

*Mr. Carroll is with the Office of Economic Development, Seattle Community Development Program.*

## A Goal for Living: a Way of Life

by Curtis Gregory

"Congratulations! You have been accepted to participate in the Brethren Volunteer Service Program (BVS) of the World Ministries Commission, Church of the Brethren, which has been in existence since 1948. With this realization there comes a certain amount of fear of the unknown. Possibly the one common desire of everyone who comes into the program is to be helpful, to serve where there is need."

These words greeted five Brethren Volunteers who began a one-year term of service at the Lewiston, Maine Housing Authority last February.

But the story doesn't really begin here. It began in May 1978, when Merv Keller of Lititz, Pennsylvania wrote a letter to this writer inquiring about the possibility of the Brethren Volunteers being involved at a local housing authority. Keller had been in contact with the Mennonite Eastern Board of Missions, Director of Volunteer Service.

Later, in May 1978, a meeting was held in Portland, Maine to which seven PHA's were invited to explore the program's possibilities with Keller and James Myer, Church of the Brethren members and Brethren Volunteer Services Representatives from Pennsylvania. The reception from the PHA's was so positive, that a follow-up luncheon meeting was arranged in the following month in Lewiston, Maine.

The more we learned of the Brethren's goals and way of life, the more interest was generated into excitement and anticipation of the volunteers starting their work! For example, we learned that their goals were:

- to confront the major social and spiritual issues of our day;
- to meet human need;
- to further social justice and liberation;
- to promote peace;
- to serve and to be served; and



*Robert Berube, former director of the Lewiston, Maine Housing Authority, walks in background through Hillview complex with Joanne Nesler Davis, BVS director (middle) and BVS volunteer Donna Kreider.*

- to experience the meaning of membership in the Global Family.

A "covenant" (Brethren term for agreement or contract) was signed on February 2, 1979. The terms of the covenant between Lewiston, Maine Housing Authority and the Brethren Revival Fellowship were clearly defined in an eight-page document which covers such things as term-of-service, orientation, transportation, supervision, in-service retreats, insurance emergency leaves, vacations, personal development, room, board, allowances, and termination of service.

By these terms, the five volunteers will work for the Lewiston Housing Authority for 11 months at little cost to the Authority in exchange for one housing unit. The first month of their one-year commitment was in an orientation program.

On February 2, 1979, six people (one was 20-month old Spencer, son of Eugene and Mary Zimmerman) from the Southern hills of Pennsylvania, moved into a 5-bedroom apartment provided by the Lewiston Housing Authority in their Hillview development. This complex

houses 90 families. The furniture was given to the volunteers by church members. The volunteers admitted it was not the best time of the year to relocate, especially considering Maine's cold northeastern winter wind, but they soon adjusted and now say how beautiful the State is.

Each of the five volunteers had a job assignment which Robert Berube, Executive Director, Lewiston Housing Authority, had carefully considered with his staff who would provide supervision. The volunteers were assigned jobs based on personal preference and work background. The jobs included Housing Management Aide, Tenant Services Worker, Maintenance Mechanics and housemother.

In the first week in Lewiston, there were two articles in the local newspapers, *The Lewiston Sun* and *The Lewiston Journal*. One negative letter was written to Mr. Berube. Since that time there have been no further negative comments from the residents nor the community. In fact, the residents, the staff, and the larger community have come to appreciate the concept. The combination of Christian beliefs and willingness to work is earning for the volunteers high marks among the people in Lewiston, Maine.

Joanne Nesler Davis, BVS Director, said, "We (the Brethren volunteers) come not to proselytize, but to build bridges toward understanding each other. With this, new energies come forth and the communications which may have been lacking become a link bringing us closer together in our goals."

For further information about this program contact: Joanne Nesler Davis, Director, Brethren Volunteer Service Program, 1451 Dundee Avenue, Elgin, Illinois 60120. Phone (312) 742-5100.

*Mr. Gregory is the Neighborhood and Consumer Affairs Representative in the Manchester, N.H. Service Office of HUD*

# Lines and Numbers

## Selected Characteristics of Special Districts

The most rapidly growing type of government is the special district created to provide specific services that are not supplied by existing local governments. As a group, special districts grew from 23,885 in 1972 to 25,987 in 1977, an increase of 8.8 percent. This rate of increase is more than four times as great as the increase for municipalities, the only other type of government to increase between 1972 and 1977, up 1.9 percent.

Over 93 percent of all special districts are single function districts. Housing and Urban Renewal districts, 2,415 in number, are the fourth largest single function district group.

Special districts have vastly different sources of revenue from other local governments. While property taxes account for 32 percent of total revenue of other local governments, only 11 percent of all revenue for special districts was provided by property taxes. Only 53 percent of all special districts are authorized to levy property taxes, whereas virtually all other local governments have this power. More than one-half of all special district revenue, including both general and utility sources, is derived from direct charges for services.

Capital outlay and interest on debt together constitute more than 45 percent of the total expenditure for special districts.

## Number of Local Governments, by Type: 1972 to 1977

Type of Local Government	1977	1972	Percent Change
Total	79,826	78,218	+2.0
Counties	3,042	3,044	-
Municipalities	18,861	18,517	+1.9
Townships	16,821	16,991	-1.0
School Districts	15,115	15,781	-4.2
Special Districts	25,987	23,885	+8.8

## Special District Revenue by Type and Source: 1976-1977 (millions of dollars)

Type and Source		Percent
Revenue, Total	\$14,408	100.0
General Revenue, Total	11,350	78.8
Intergovernmental	4,332	30.1
Property Taxes	1,565	10.9
Charges	4,272	29.7
Other	1,181	8.2
Utility Revenue, Total	2,983	20.7
Employee-Retirement Revenue, Total	75	0.5

## Special Districts, by Function: 1977

Function	Number	Percent
Total	25,987	100.0
Single Function Districts	24,267	93.4
Fire Protection	4,189	16.1
Water Supply	2,481	9.5
Soil Conservation	2,432	9.4
Housing and Urban Renewal	2,415	9.3
Drainage	2,254	8.7
Sanitation	1,681	6.5
Cemetery	1,615	6.2
Education	1,024	3.9
Irrigation	933	3.6
Parks	830	3.2
Other Single Function	4,413	17.0
Multiple-Function Districts	1,720	6.6

## General Expenditure and General Revenue from Current Changes of Special Districts: 1976-1977 (millions of dollars)

Function	Total	General Expenditure Capital Outlay	Other	General Revenue From Current Charges
Total	\$9,202	\$2,736	\$6,465	\$4,272
Hospital	2,284	265	2,019	2,040
Sewers and Sewage	1,787	1,197	590	406
Housing and Urban Renewal	1,403	440	963	528
Natural Resources	418	103	315	156
Parks and Recreation	366	108	259	93
Water Transport	331	143	188	248
Airport	329	93	236	379
Fire Protection	267	52	215	1/
Highway	202	59	143	227
Interest on General Debt	1,101	N.A.	1,101	N.A.
All Other	711	274	437	195

1/Included In All Other

Source: Finances of Special Districts, 1977 Census of Governments, U. S. Department of Commerce, Bureau of the Census.

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